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AREA AND COOPERATIVE APPROACHES TO PROVIDING SUPPLEMENTAL EDUCATIONAL SERVICES.

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THE BASIC PURPOSE OF SUPPLEMENTAL EDUCATIONAL SERVICES IS TO ENHANCE THE TEACHING-LEARNING PROCESS. GENERAL SERVICE AREAS WHICH ALL SCHOOL DISTRICTS SHOULD HAVE ARE--A QUALIFIED INSTRUCTIONAL STAFF, COMPETENT ADMINISTRATIVE PERSONNEL, WELL-CONSTRUCTED BUILDINGS, GOOD COURSES OF STUDY AND CURRICULUM MATERIAL, GUIDANCE SERVICES, HEALTH SUPERVISION, AND SPECIAL SERVICES FOR HANDICAPPED AND ATYPICAL CHILDREN. THE ONE FACTOR WHICH HAS IMPEDED THE DEVELOPMENT OF SUPPLEMENTAL SERVICES HAS BEEN POPULATION CONCENTRATION. SCHOOL DISTRICTS WITH SPARSE POPULATION HAVE NOT BEEN ABLE TO PROVIDE EFFECTIVE PROGRAMS OF SUPPLEMENTAL SERVICES. COROLLARY PROBLEMS INCLUDE INADEQUATE FINANCIAL SUPPORT, INEFFICIENT USE OF PRESENT FUNDS, LACK OF PROPER STAFFING, INEFFICIENT USE OF PERSONNEL, POOR PROGRAM SCOPE AND BALANCE, WEAK PROGRAM CONTINUITY, AND INSISTENCE UPON MAINTAINING LOCAL CONTROL. THE AUTHOR CONCLUDES THAT INTERDISTRICT ORGANIZATION AND COOPERATION WOULD SOLVE THE AFOREMENTIONED PROBLEMS AND ENCOURAGE GOOD DISTRICT ORGANIZATION. THIS PAPER WAS PREPARED FOR PRESENTATION AT THE NATIONAL CONFERENCE ON PROBLEMS OF RURAL YOUTH IN A CHANGING ENVIRONMENT (SEPTEMBER 1963). (JS)

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ABSTRACT

Supplemental services fill a role of increasing importance in today's schools. However, their benefits are not equally available to all who need them. Many problems, derived largely from the pattern of population distribution in our country, impede the development of important services in many of our schools.

Traditionally, the development and support of educational services has been the responsibility of the local school district -- the basic administrative unit in American public education. However, new educational needs have brought new services into many of our schools -- services that often cannot be rendered with reasonable quality, continuity or economy by individual school districts. To bring the benefits of these services to their pupils, many districts have joined hands with other authorities and agencies in devising cooperative means of exercising their separate responsibilities. The intermediate unit generally provides the best administrative level for sustaining shared programs of high quality.

From the background of cooperative service experience thus afforded, principles and techniques have emerged that show us how to bring better educational opportunities to virtually all of the children and youth of our land. And, with such discovery comes a challenge to our determination and resourcefulness. If we truly believe that our future is a product of the education of all of our people, and we find in our possession a means of breaking the barriers to wider diffusion of services that create quality in education, we can ill afford to permit inequities of residence to stand in the way of the best educational opportunity for all of our children and youth.

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A TALE OF TWO SCHOOLS

The Emerson Elementary School is located in a city of about 100,000 population. Its kindergarten and six grades enroll about 800 pupils and employ 34 teachers. Miss Emery teaches a fifth grade in this school.

The Long Valley District School enrolls about 100 pupils from the local village and surrounding rural area. Four teachers serve its 8 grades. Mrs. Logan is the teacher of grades five and six.

At 9 o'clock on a recent wintery morning, fifth graders of these two typical American schools were treading familiar paths to the classrooms of Miss Emery and Mrs. Logan. Had we been equipped to "tune in" visually on both classrooms at once, the routines of this opening hour of a new school day would have appeared to be much the same in each location -- flush-faced children doffing their winter wraps as they enter the building and reluctantly forgoing their playground excitement; exchanges of morning greetings between teachers and pupils; desks abruptly occupied by youngsters still striving to complete interrupted conversations; a flag salute to start the day, uniting boys and girls into a class; a few announcements and administrative routines; then the interest-capturing voice of a teacher beckoning the way into the learning adventures of the new day.

Yes. Had we not been alert to the differences, the operations would have appeared to be strikingly alike, for fifth graders have many characteristics in common wherever they are found. Physically, mentally, emotionally and socially, their growth patterns and needs, their ways of behaving and thinking, have many resemblances. But, the similarities often hide from the casual observer the important diversities among children -- the individual characteristics which, when recognized, hold the potential for creation of successful and contributing members of society and, when ignored, often lead to tragedies in the lives of individuals and waste to society.

Sensitive to these differences as we "tune in" on Miss Emery and Mrs. Logan, we soon become aware of the many differences and special needs among these children -- and of important contrasts in the educational resources with which these differences and needs are met in the two classrooms. Let us follow the observations and read the thoughts of these two teachers as they watch their pupils begin another day at school.

Through our viewing screen, we stand beside Miss Emery, seated at her desk in her Emerson School classroom. She looks up as Sharon and Joyce enter the room. The sight of Joyce reminds her of the audiometric tests given to the class yesterday. Now she understands why Joyce, sitting in the back of the room, often does not seem to be a part of the class; why she tends to daydream, to lose track of class discussion, to fail on tests

that should be within her ability. Miss Emery makes a mental note to change Joyce's seat to the front of the room today, and to arrange with the school nurse for further otological examinations and consultations with Joyce's parents.

Here come four boys grouped about Jimmy as he enters the room gingerly bearing a large cardboard box. Miss Emery is curious as they excitedly approach her desk. But she quickly understands when Jimmy proudly opens the boxt o display a turtle, and Miss Emery remembers the reptiles project on which Jimmy and two of the boys are working as part of the class science unit. Jimmy suggests that the turtle be kept in the classroom for the children to observe and for him to display as part of his report next week. Miss Emery likes the idea, but asks how Jimmy proposes to care for his pet. Jimmy explains that the turtle was just given to him last night by a friend from the country and he isn't sure what to do for him. Miss Emery suggests that they talk about this in their science period today, and makes a mental note to direct Jimmy and his committee to the school library for information on the care and culture of turtles. She must also help them secure appropriate motion pictures and other materials from the audio-visual library to make their class report most effective.

Miss Emery suddenly notices Paul, the new boy who joined the class two days ago. She speaks to the two boys who are teasing him as he slowly enters the room. The children are quick to notice those who are different, she thinks. She must use this opportunity to help her pupils learn tolerance and respect for those who are different. But, it really is not fair to Paul to keep him in this class. It is already evident that he will need very special help in school. Probably Paul should be enrolled in the special class for mentally handicapped children. Miss Emery makes a note to have the psychologist examine Paul and help determine what his educational program should be.

And, thinking of the psychologist, Miss Emery hastily adds Betty's name to the note. Here she comes now. That audiometric test showed that there is nothing wrong with Betty's hearing, but, like Joyce, she spends much of her time separated mentally from the class. She can do excellent work if someone sits beside her giving her attention and keeping her efforts focused on the task at hand; but Miss Emery has little time for that. Betty doesn't mix with the children, nor do they invite her company. They don't pick on her -- they just ignore her, and she shows little interest in them. There certainly is no discipline problem with Betty, but she is not progressing as she should in her school work. Her cumulative guidance record shows that her mental ability is above normal, but that her accomplishments are mediocre and her withdrawal from the realities of the classroom is becoming more severe. Here are danger signals that call for the help of the psychologist before Betty's problems become worse.

Now the seats are filled -- all except Tommy's that is. The last bell sounds and Mary, who is flag monitor this week, steps to the front of the class to lead in the flag salute. As Mary returns to her seat, Miss Emery jots Tommy's name on the attendance slip for the office, at the same time

thinking of the Attendance Supervisor's recent report telling her of Tommy's one-parent home where his father's night work and slight interest in the boy's school have resulted in 18 days of absence for Tommy already this year. This knowledge will be very useful in giving Tommy the help and understanding that he needs with his school problems.

Miss Emery nods to Bill and Julie as she steps before the class. The two children know the signal and leave for their daily half-hour of special work with the speech correctionist. Miss Emery feels a glow of satisfaction as she momentarily recalls the startling improvement in Julie's lisping and Bill's poor articulation so dramatically demonstrated in the tapes which the speech correctionist played for her after school yesterday. Recordings of their speech had been made that day on the same tape that carried the recordings made two months ago when the corrective work started. The "before and after" contrast would be an inspiration to any teacher, as well as to the child himself and to his parents.

We leave Miss Emery as she begins to explain to her pupils a new idea that they are to try out today in their reading groups -- an idea that she had picked up from her instructional supervisor a few days ago and had adapted to the lesson plans for today.

We move from the city to the country in a quick step as we tune in on Mrs. Logan in the Long Valley School. We find this fifth grade teacher at the door of her classroom greeting the children as they enter. She enjoys the fresh feeling of the new day as her young friends arrive glowing with excitement from their brisk morning exercise. Fred and Eddie grin pleasant "good mornings" as they pass by pulling off coats and caps. Mrs. Logan exchanges the greeting, then extends a warm welcome to Joyce, who slipped in beside the boys. But, Joyce evidently didn't hear. The lack of response worries Mrs. Logan, not because her greeting is ignored, but because she has begun to notice that Joyce sometimes does not seem to hear what is going on. Mrs. Logan suspects that this may have some relationship to the fact that Joyce tends to daydream and to lose track of class discussion. An audiometric test would be a valuable help in solving this problem, but there is no way to get one. There is not even a school nurse to give advice or assistance.

Mrs. Logan turns to greet Jimmy as he and his friend Ollie approach the door carrying a display of growing plants which they have constructed at home for the class science project. The planter, showing sprouted seeds and shoots at different stages of growth, is heavy and the boys are glad to deposit their burden in the classroom. Mrs. Logan can see that the boys are proud of their work and anxious to tell about it. Jimmy says that the seeds have sprouted the way their textbook said they would, but there are some things about the way they are growing that he doesn't understand. He wants to know where to get the information to answer his questions and to use in his class report. Mrs. Logan, wishing that a good school library were available for occasions like this, says that there is an encyclopedia in the eighth grade room which may answer the questions. She suggests that they examine this reference during the class science period. She also remembers a motion picture that she once saw during a visit to another school. It showed the

seed-sprouting process in slow motion and would be just the thing for today's lesson. She wishes that the Long Valley School had some visual aids that could bring meaningful information to these curious boys at this moment of opportunity for rich learning.

Here comes Paul, with a slow but pleasant "good morning, Mrs. Logan." Paul is a big boy for the fifth grade, but he still can't do fifth grade work -- or even fourth. Mrs. Logan thinks sadly of Paul's halting efforts to please her with his accomplishments, and of her own past labors to help Paul with subjects that she realizes he can never master. She knows that Paul is not getting the kind of help he needs, and she is concerned about taking her limited time from the rest of the class to try to help him. But, what else can be done? There is no special class for such children at Long Valley School and there is no other help for Paul if he is dropped from the class. Maybe Paul will get something from school, so let's keep trying. I probably won't hurt too much to have him with the younger children a while longer.

Most of the children are in the room now -- except for Betty. She comes slowly and alone down the hall, and nods a shy greeting to Mrs. Logan as she enters. Mrs. Logan is glad to see Betty, but is worried about her diffident detachment from the class. She knows that Betty is very bright because of the quality of her work when someone stays with her. But, she spends so much of her time dreaming and withdrawn from classroom activities that her achievement has been very poor. Obviously, something is wrong, and it is getting worse. It is unfortunate, reflects Mrs. Logan, that no psychological help is available in Long Valley School. She has seen other folks like Betty, both in school and in adult life, and knows that for the sake of their present education as well as their future welfare this is the time to correct their problems.

Mrs. Logan closes the door and surveys the class with a quick, practiced eye as she approaches her desk. Tommy is absent again today, and she makes a note in her class register. Tommy has been out at least one or two days almost every week since he started school about two months ago. His family has just moved to the village and Tommy says that his father has not yet found steady work. According to the other teachers, Tommy's five brothers and sisters have been irregular in their attendance, too. Mrs. Logan determines that, somehow, she must call at Tommy's home and talk with his parents. It would be so much better if someone who knew how to handle cases like this could spend time on this problem.

The flag salute is soon over, and the class spends a few minutes discussing who the monitors are to be next week. Mrs. Logan quietly directs the children of her first reading group -- the slow readers -- to find their places in the reading circle while she instructs the rest of the class in their seat-work assignments.

As Mrs. Logan listens to the children read, she notes with concern the speech problems of Bill and Julie. Bill stutters and Julie, among other things, can't pronounce the "l" and "r" sounds. Mrs. Logan reflects on

the efforts that she has made to help these children, and wonders what more she can do. What they need, she thinks, is the help of a trained speech correctionist who can provide special speech therapy and can give individual attention to these children. Something should be done for Bill and Julie, for the social and economic obstacles which will be presented by their speech problems throughout life could be prevented by the proper kind of help now.

Jerry reads next -- or makes a struggling effort to do so. Fortunately, Jerry is not easily discouraged. He is a hard worker and a rather bright boy, but reading is his big problem. As Mrs. Logan patiently helps him through his task, her mind is searching for some new way to help Jerry. The usual visual and auditory methods of teaching reading haven't worked very well with Jerry, she reflects. His sight vocabulary is poor and, while individual help in phonics has brought a little improvement, it does not seem to be the solution. Perhaps that kinesthetic method that I once heard a teacher talk about at summer school might help Jerry, she thinks. The teacher said that she had heard of it from her instructional supervisor and that it brought startling results in some unusual cases of normally intelligent children who did not seem to learn from the usual methods. This sounds like Jerry's case. It would certainly help if an instructional expert could visit school once in a while to talk about problems such as this.

THE MORAL OF THE STORY

As we leave Mrs. Logan and her problems, we ask ourselves about the moral of the "Tale of Two Schools." For it is a story with a moral -- a moral that has important significance for those who think that a really good education is essential equipment for every citizen in today's society. It has meaning for those who see in any educationally neglected child not only potential human tragedy, but loss of a valuable human resource that weakens the foundation of all American democracy.

The person who is convinced that even our best educational efforts and skills do not transcend the challenge of the times -- who believes that, for the welfare and preservation of our society we must reach every possible child with educational opportunities of the highest possible quality, will agree that more needs to be done for the educationally under-privileged pupils of every "Long Valley School" in our land.

Clearly, the quality of education that we witnessed in the Emerson and Long Valley Schools was significantly different, but the difference was neither in the ability of the teachers nor in the content of the curriculum. Rather, it was in educational resources which, like catalysts, turned barren classroom circumstances into vital learning opportunities. Here we were able to identify specialized skills and practices that facilitate the development of young people in the direction of their potentialities and the objectives of our society. Here we witnessed the presence and the absence of elements that create quality in education.

Educational quality is cumulative. It is a general condition derived from the quality of each of the various service areas that normally constitute a comprehensive, effective, well-balanced educational program. Schools can operate without some of these service areas, or with services of poor quality. But, like men who survive with crippled or missing arms or legs, such schools suffer corresponding deficiencies in general quality.

What service areas combine to make a healthy, well-balanced, and effective educational system? Without attempting a definitive or exhaustive recital, the following may be identified as typical areas of strength in good school systems today:

1. a well-qualified teaching staff;
2. competent administrative and ministerial personnel;
3. well designed and constructed buildings, equipment and related physical facilities;
4. expertly prepared courses of study and related curricular materials;
5. ample resources of well devised and carefully selected instructional materials and supplies;
6. competent guidance services and counseling personnel;
7. expert health supervision and services;
8. special educational services for handicapped and atypical children.

While this summary is too cursory to serve as a basis for evaluating quality, it does suggest areas of strength which we should hope to find in all schools, everywhere in our land.

SOME ASSUMPTIONS

For the purpose of these considerations, it is assumed that the people of our nation generally support the objective of providing for all American children and youth, wherever they may reside or whatever their economic status may be, the fullest possible range of educational advantages that our professional knowledge and experience can offer and that our economy can reasonably afford.

It is further assumed that Americans generally accept the thesis that quality in education is not measured by the content of instruction only, but also by practices of all kinds that enrich learning, make learning situations and resources more potent, and enable learners to respond to such opportunities most effectively.

The assumptions are basic to a consideration of supplemental services in education. If we cannot support them, there is little justification for most such services in our schools. The essential purpose of all supplemental service programs is to enhance the basic teaching-learning processes, and the special administrative structures and practices that have been developed to provide such services in all kinds of schools, the small as well as the large, are justified only in recognition of the fact that the basic processes of learning and the needs for effective teaching are the same for all children and youth, everywhere.

WHAT ARE SUPPLEMENTAL EDUCATIONAL SERVICES?

Supplemental educational services consist of those school practices and facilities that implement and augment teaching, broaden and enrich learning experiences, and generally aid instruction or make learning situations more effective. But, this definition must go further, for this description is true of all good instructional practices.

Teaching, of course, is the basic educational service. But, there are many other functions and facilities related to this basic element, some of which are accepted as being almost as essential as teaching, itself. School housing is an example; textbooks another. So, we many assume that there are "basic" as well as "supplemental" services in education.

Many educational service elements could be listed. Furthermore, the listing could be arranged somewhat in an order corresponding to public agreement upon the degree to which each item is an essential element in the educational process. The beginning items in such a list undoubtedly would be universally accepted as basic services in virtually all schools throughout America. But, somewhere down the list there would appear items that do not represent universal practice or agreement, and toward the end of the list would be the practices in even more limited use. In general, practices of earlier origin would constitute the top of the list, while newer processes would tend to be further down.

There is no fixed point in our hypothetical list above which all elements would be universally recognized as basic; and, even if such a point could be set, its location would tend to move steadily down the list as increasing complexity in educational problems and advances in professional knowledge bring more and newer school practices into the "standard" category. However, for the purpose of this illustration we shall assume an arbitrary point, thus separating the "basic" elements at the top of the list from the rest, and allowing us to consider the latter as "supplemental services." These services, then, are the educational practices which, while not universally accepted as basic, are wide-spread and are commonly recognized as important contributors to the quality of an educational program.

Although manyothers would be included, typical supplemental services include:

Instructional supervision
Curriculum development
Programs of in-service teacher education
Specialized instruction (e.g. music, art, shop, corrective reading, etc.)
School library service
Audio-visual service
Instructional supply purchasing and distribution
Psychological service
Guidance counseling
Attendance supervision
Audiometric testing

Vision testing
Dental inspection
School nursing
Speech correction
Special classes for handicapped (e.g. sight saving, hard-of-hearing, physically handicapped, mentally handicapped)

HOW IMPORTANT ARE SUPPLEMENTAL EDUCATIONAL SERVICES?

Basically, the need for most supplemental services arises from the fact that all people are different. Each individual is unique, and the effectiveness of any given teaching-learning process varies with the individual. Thus, if instruction is to be most effective and efficient -- effective from the standpoint of producing desired results in the learner, and efficient from the standpoint of yielding maximum educational returns on the investment -- the learner and the teaching program must be compatible.

Such accomodation may be achieved in a variety of ways. Where the special needs of individuals do not deviate greatly from the average, or where the number of similar cases of marked eviation justifies establishing alternate facilities, adjustments of the program to the special needs of each learner may be made within the operation of the school. On the other hand, where variations in characteristics of individuals constitute significant handicaps but are susceptible to modification, as often occurs in deficiencies of speech, sight or hearing, the individual may be helped to adapt to the demands of the instructional program. In either case, supplemental services usually offer the best means of accomplishing the desired accomodation.

A classroom teacher, receiving no assistance beyond his or her own skill and resourcefulness, can and does make many program accommodations. However, as vital as the role of the teacher may be in this respect, he can meet only a small part of the need acting alone, for the extent and complexity of the problems often require specialized resources far beyond those available within the limits of the classroom. For some purposes, general program enrichment is needed, as provided by library and audio-visual services. In other cases, services are needed only for certain pupils who have special problems, as in speech therapy. In still other instances, services are needed for all pupils, but only for the purpose of identifying those who may have special needs. Vision testing is an illustration. Thus, it is clear that supplemental services not only occupy an important place in the school program, but that their effectiveness depends greatly upon their variety and breadth.

WHAT PROBLEMS IMPEDE SUPPLEMENTAL SERVICE DEVELOPMENT?

In spite of the recognized need for many specialized functions in the teaching-learning process, supplemental services are not as uniformly available as they should be. Much has been accomplished in making the benefits of school libraries, audio-visual resources, health protection, supervision of instruction, and many other such special services available in our schools, particularly in areas of greater population, but much remains to be done

As is typical of new developments, evolving practices in education are impeded by many problems. The need for professional skill and leadership in the new field, public understanding, financial support, special staffing, adaptation to preexisting conditions, and creation of new administrative techniques are only a few of the problems encountered.

Probably the one most important factor influencing the general growth of supplemental services is unequal population distribution. While such distribution cannot be called a problem, it is a condition that creates many of the problems. Because of this factor, service development throughout the country has tended to be uneven, with progress often following population concentration. It is simply more costly and more difficult to administer supplemental services in thinly populated areas. Hence, most problems are related to the circumstances of supporting and directing supplemental services in rural and semirural regions.

Seven problems are worthy of particular note. In brief, they are problems of financing, staffing, and administrative policy. Specifically, they concern securing adequate financial support, wise and reasonable use of funds, procurement of staff personnel, effective use of personnel, balance in program development, continuity of service, and localization of control.

PROBLEM OF SUPPORT

As in most matters of school operation, the first problem in developing supplemental services is securing adequate financial support. It is almost trite to say that quality in education depends upon money, but such is the fact. Many communities suffer poor schools because of insufficient investment rather than from incompetent personnel or leadership. However, a community's willingness to invest in good schools is dependent upon its knowledge of what constitutes quality in education. Most communities support the basic, better known school services relatively well, but are reluctant to venture funds for new functions with which they are less familiar. Since supplemental services are less well known, they often cannot compete for the tax dollar. Hence, solution of the problem of support for these services is largely a matter of public information, and this solution is best derived from the joint efforts of a competent administration and a corps of enlightened citizenry.

THE PROBLEM OF USE OF FUNDS

However, it is not enough simply to open the door to the public treasury. With sufficient funds at hand, steps must be taken to see that they are wisely and efficiently used. Herein lies the second supplemental service problem -- and one of the most complex.

A common measure of efficient use of funds is the "cost-per-pupil ratio" or the cost of service in relation to the number of pupils served. Teaching service, for example, can be reduced to cost-per-pupil by dividing the number of pupils served into the cost of maintaining the teacher who serves them. The comparisons of relative cost permitted by this statistic facilitate the judgements and decisions necessary to policy making and proper program development.

But, as necessary and helpful as this statistical tool may be, it presents a serious problem in respect to supplemental services. Such programs often involve functions in which one staff member may serve a very large number of pupils. Thus, the cost-per-pupil for a given service is low in a school district with large enrollment, but it becomes very high in small school districts wherein the number of pupils to be served may not be enough to make a full work-load for a given worker.

The resulting cost comparisons often are so disadvantageous to the smaller district that support of supplemental service therein becomes unreasonable. There is no fixed price level at which a particular service qualifies for support, but there is a "buying point" which represents the balance between a community's understanding of and desire for a particular service and the relative cost of such service. If supplemental services are to be provided, it is essential that ways be found to make them available at costs that are below this buying point.

A special term may aid in further study of this problem. It is the "pupil/service-unit ratio" or "P/SU ratio." The term refers to the number of pupils or the size of the school enrollment normally served by a single operating unit of a specified service. For example, a teacher, together with the necessary facilities and equipment of a teaching station, represents a single operating unit for "teaching service." The normal "teacher-P/SU ratio" thus represents the number of pupils normally served by one such "teaching service unit." Similarly, a normal "psychologist-P/SU ratio" would represent the school enrollment that could normally be served by a single "psychological service unit" carrying a normally full load. A normal "audiometrist P/SU ratio" would indicate the enrollment that could be served by a single "audiometric service unit" working at normal capacity. Similar normal P/SU ratios could be established for each supplemental service.

The P/SU ratio is suggested as an adjunct to cost-per-pupil in studying financial and administrative support of supplemental services. Such a ratio realistically relates the minimum cost of maintaining a specified service to the pupil load which normally receives, or should receive, the benefits of the indicated expenditure. Without knowledge of this relationship, unit cost comparisons have little meaning.

As demonstrated in later sections, the P/SU ratio also aids in evaluating administrative arrangements for control and direction of supplemental service programs. Wise and efficient use of funds in support of supplemental services requires administrative arrangements that permit maintenance of proper P/SU ratios in respect to each such service. This, in turn, permits more favorable, realistic, and consistent cost-per-pupil comparisons.

Basic to this, of course, is a knowledge of the normal P/SU ratio that should apply to each service. Since studies have not been made to establish such ratios generally, local experience and professional judgement must be drawn upon to set such levels arbitrarily until better evidence is available.

While decisions concerning initiation, termination or assignment of administrative responsibility for supplemental services cannot always rest upon an exact matching of pupil population with normal P/SU ratios, such ratios are a useful guide to judgement. If the pupil population to be served in a particular district is below the normal P/SU ratio for a given service, the cost-per-pupil for that service will be proportionately higher. Within a range of "reasonableness," the service may still be worth the cost. However, if the cost exceeds this range, it may be better for the district to engage in a cooperative service arrangement with other districts to achieve a proper P/SU ratio and, thereby, acceptable unit costs.

A basic principle governing assignment of service roles is that direction of any operation should be made the responsibility of the administrative unit that is closest to the people served and that can provide the particular service completely, effectively, and economically. To determine whether a particular service should be the responsibility of the local district, a combination of districts, and intermediate or county office, or a State Department of Education, it is first necessary to know which of these units, starting with the most local, can operate the service fully and efficiently. Here, again, the answer depends upon the normal P/SU ratio of the service in question and the pupil populations of the respective administrative units.

THE PROBLEM OF STAFFING

A third problem in the provision of supplemental services is that of securing adequate staffing. As in other professions, educational specialists usually are expected to have distinctive training and experience. Consequently, such practitioners often are not as readily available as are teachers and other generalists.

Larger school systems that can offer more attractive and stable employment usually have first choice among available candidates. As a result, when supplies of specialists are limited, school districts that are in a poorer competitive position sometimes find themselves lacking in personnel required for special services.

The obvious solutions to this problem are increasing the supply of specialists and equalizing the competitive positions of school districts. While there is little that individual districts can do about the first of these remedies, they often can take effective action on the second. Through school district reorganization, cooperative service arrangements, and other administrative devices considered in following sections, smaller districts often can compete successfully for personnel, thus assuring good supplemental service programs for their pupils.

THE PROBLEM OF USE OF PERSONNEL

The fourth problem, effective use of personnel, is closely related to availability of candidates. Obviously, if trained specialists are in short supply, it is essential that their resources be used to the best possible advantage.

To achieve this, specialists should perform unique functions full time. This is generally possible in larger school systems where pupil population matches or exceeds the normal P/SU ratios of the services in question, but in smaller systems specialists sometimes are assigned duties in their respective fields insofar as their services are needed, and must devote the rest of their time to other functions.

While such divided employment may be expedient, it is wasteful of trained talent. Admittedly, such arrangements sometimes permit operation of supplemental services in localities where they would otherwise be denied because of the inability to use full-time operators, but the fact remains that resources are not being used to their full potential. Solution of this problem may be found in cooperative or other organizational patterns and administrative arrangements considered later.

THE PROBLEM OF SCOPE AND BALANCE

The fifth problem of supplemental services is that of maintaining scope and balance in service programs. The most desirable programs are those in which there is sufficient breadth of scope or variety of services to meet all important needs of pupils. To achieve this, balance must be maintained in program planning so that services are equitably supported and developed. Enthusiasm for one kind of service should not cause neglect of others. Limited resources may require choice among services to be given emphasis from time to time, but balance should be the ultimate goal.

Proper scope and balance are products of intelligent policy and direction, but are dependent upon the questions of financing and staffing previously considered. Since such questions have been separately reviewed, the chief concern at this point is the role of administration in setting proper policies and giving appropriate leadership. Assuming that adequate financial and staff support are provided, solution of the problem of scope and balance depends upon proper administrative direction.

THE PROBLEM OF CONTINUITY

The sixth problem is that of maintaining continuity of operation over extended periods of time. Little is gained from services developed in haste only to be soon forsaken or from projects hopefully established with temporary financing or staffing which must be abandoned for lack of funds or personnel. This is not to say that new development should be initiated only when there is complete assurance of success. Uncertainties necessarily attend the seasoning-in of any new service program, but these hazards are different from the preordained perils in lack of preparation.

Proper preparation for new services consists largely of establishing appropriate administrative structure and policy. Larger, more substantially supported school districts, having reasonably reliable income, regular pupil loads, autonomous operating authority and centralized administrative control, not only tend to be more consistent in program operation, but, because of this, can be more effective in attracting and holding well

qualified employees. Smaller districts, independently striving to support programs not suited to their size or sharing joint services under inadequate cooperative arrangements, often find it necessary to suspend service operations for lack of staffing or support. Such interruptions and false starts dissipate resources and foster disappointment and misunderstandings which handicap later endeavors. Proper preliminary development of administrative arrangements is important to the ultimate success of service programs.

THE PROBLEM OF LOCAL CONTROL

The seventh major problem is that of maintaining local identification and control in the operation of supplemental services. Every function of the school should be kept as responsive as possible to the needs of the pupils and community that it serves. Since operation of a supplemental service usually must involve a number of schools or school districts to secure the necessary P/SU ratio, there is danger that service as well as administrative personnel may lose some of the sense of direct responsibility to individual pupils, teachers or schools, and may become somewhat insensitive to the special needs that exist therein. "The program" may become more important than the individual pupil, class or teacher.

While this problem is largely one of personal attitude of the worker, it is importantly influenced by the administrative arrangement under which the service program is controlled. If direction is too remote from the point of service or too impersonally related to the local school, the danger of disassociation is enhanced. If the individual teacher or local school administrator cannot feel that his voice has some effect in determining how a service is performed in his classroom or school, his identification with the service is weakened and his use diminished. Here, again, proper design of administrative arrangements will do much to avoid this problem.

HOW CAN THE PROBLEMS BE MET?

As solutions are found to the foregoing problems, we approach our goal of bringing to every child and youth equality of opportunity to benefit from the full range of school services that represent quality in education. How, then, confronting the variations in population, the differing needs and the diverse circumstances that characterize our land, may these problems be met? What precedents and promises are offered by experience, and what are the lessons of the past?

Analysis of the problems reveals that the primary need is for administrative structures or vehicles that make it possible to give central, cohesive direction and effective support to services that encompass pupil populations at least equal in size to the normal P/SU ratios of such services. Several such administrative patterns have evolved, including modifications of school district organization, plans for joint or cooperative operations by school districts, and establishment of auxiliary agencies. Important examples of such development are discussed in the following paragraphs.

SCHOOL DISTRICT CONSOLIDATION OR REORGANIZATION

Were it not for the limitations of school district boundaries, the operating area for any supplemental service could be extended as necessary to include a pupil population at least equal to the normal P/SU ratio for such service. However, the school district is the basic operating unit of the American public school system and cannot be disregarded.

The general pattern of school districts throughout the United States was established at a time when there were fewer different types of educational service than exist today, and those that were offered commonly had low P/SU ratios. In many cases, the "teacher service-unit," with its low P/SU ratio, was the chief if not exclusive basis (from the school operation standpoint) for setting istrict boundary lines. As additional, supplementary services developed, involving higher P/SU ratios, boundaries in areas other than those of high population concentration often were found to be too restrictive to permit economical service operation. The obvious solutions to the problem were consolidation of districts, joint service agreements among districts, or assignment of service responsibilities to other agencies not restricted by district boundary lines.

Although today's pressures for reorganization of school districts spring from many sources, the need for greater flexibility in the development of service programs by individual districts is one of the most important. Insofar as service areas can be consolidated under a single school administration and still retain effective sociological cohesiveness within the resulting district, together with citizen and community identity with the affairs of the district, the best solutions to the seven major problems of supplemental service operation are to be found in the local school district.

INTER-DISTRICT COOPERATIVE SERVICE PLANS

Although the school district, when it is of proper size, provides the most desirable basis for administration of supplemental services, it is unlikely that the district ever will be the sole and final vehicle for this purpose.

The desirability of a given organizational design in any school district must be judged by many criteria. Ability to operate supplemental services efficiently is only one of these. The need to enlarge service areas to achieve suitable P/SU ratios, broader tax bases and other advantages of large size must be balanced by considerations of community identity, commonness of social and economic interest and other factors essential to a cohesive social enterprise. Because of the differences in composition, density and other variables of the population throughout our country, it is probable that many school districts can never achieve a completely satisfactory balance among all of the factors that determine the quality of a school district's organizational structure. Final decisions concerning school district design will involve many compromises. If this is true, it must be concluded that, with school district reorganization carried to the ultimate permitted by reasonable standards -- as should be done before alternatives are accepted, there will still be need for inter-district cooperative arrangements and auxiliary agencies to help meet the need for supplemental service administration in many areas.

Inter-district cooperative service arrangements exist in a variety of forms, the most common being joint part-time employment and inter-district service contracts. Service operation is essentially the same in each case, but there are significant differences between the two forms in respect to employment and administrative procedures.

Under joint part-time employment, each district contracts directly with the worker for a share of his time. The employee, in effect, works part-time for each district. He is directed separately by each administration and is paid separately by each. The employment plan and working policies may be jointly developed by the cooperating districts, or they may be independently determined. However, if they are jointly derived, they usually are not binding upon the participating districts.

While this plan permits employment of specialized workers in districts that are too small to engage such personnel for full-time work, it is weak in several respects. Administrative direction is segmented. Also, since service development in one district must depend upon similar action in other districts, each acting independently and without legal commitment to the others, there is no way to assure balance and permanency in program operation. Because stable employment cannot be assured, the best workers are not always attracted to such programs and both continuity and quality of service are made dependent upon the fortunes of circumstance in employment of personnel. While this device is useful in some situations, it is not a sound basis for good program development.

Inter-district service contracts somewhat resemble joint part-time employment, but have the advantage of centralized administrative control and greater stability. Under this plan, the worker is engaged full-time by one district which takes full responsibility for establishing the given service, employing personnel, and directing service operations. Other districts then contract with such district for extension of the service to their schools. The initiating district carries primary responsibility for policies, working arrangements and administrative controls, with the role of the receiving districts therein specified in the contract.

The fact that this plan provides for binding agreements between cooperating districts contributes significantly to the stability and the continuity of service. This, in turn, makes employment more attractive to competent personnel. However, there are weaknesses in this plan, too. Since the receiving districts must depend upon the initiating district for their services, they are not free to determine scope, balance or continuity of program, staff selection, and many other conditions. There also may be difficulty in finding districts that are in a position to extend services outside their boundaries, particularly of the kinds, at the times, and in the amounts that are desired. Few districts can venture to build service programs much in excess of their own needs unless firm commitments with other districts are made in advance. Since service contracts usually are effective only on a year-to-year basis, long-range program development cannot be pursued with assurance. Nevertheless, this plan, or variations thereof, is often employed to secure supplemental services where more desirable means are not available.

AUXILIARY AGENCIES

Since school district reorganization does not always equip the local district for independent operation of supplemental services, and since inter-district cooperative service plans are subject to serious weaknesses, auxiliary agencies have become important in the administration of shared service programs. Chief among such agencies are state departments of education and county or intermediate service districts.

These agencies usually have the advantage of being autonomously constituted and stable in operation. Termination of service in one district does not disrupt a program operated by such an agency in other districts. Greater job stability attracts better personnel, and consistent, centralized administration gives better assurance of effective use of staff. Central planning leads to better scope and balance in program development. Because larger pupil populations can be reached, there can be greater economy in service operations. The auxiliary agency thus has many strong advantages over other forms of supplemental service administration. Only in one respect, that of local identification, is there particular danger of weakness, and this need not be serious under careful management.

Of the two chief types of auxiliary agency, the state department of education needs only brief mention, since its role in providing supplemental services directly to school districts usually is very limited. However, such functions sometimes are performed in states of limited geographical area and in those having very thinly distributed population. The role of the state in such cases is similar to that next described for the county or intermediate service unit.

The "intermediate unit," often known as the intermediate school district, intermediate service district or area education district, is an auxiliary service agency that has evolved from, and commonly occupies, the office of the county superintendent of schools. This administrative unit operates at a regional level, providing supplemental services for a group of school districts (usually all those of a county), acting as an articulating agency between the state and local districts, and generally aiding in the coordination and upgrading of education in the districts which it serves.

This unit exists in the 28 states wherein the office of the county superintendent of schools has long served in the intermediate position between local school districts and the state department of education. It is not found in the so-called "county unit states," in which the county is the school district and the "county superintendent" is actually the district administrator.

While the intermediate unit performs many important functions, it is best known for its role in supplemental service administration. This role has gradually evolved during the past three decades, as changes in education have brought need for new services, many of which have high P/SU ratios. Where the county superintendency existed, it provided a logical and convenient base upon which to place operational responsibility for these services,

for its working relationships with school districts were well established and it was able to go beyond the boundaries of individual districts to reach pupil populations needed to match P/SU ratios of the new services. Thus, the intermediate unit, having greater flexibility in administration, but sharing the educational purposes and local orientation of school districts, proved to be an effective and economical vehicle for supplemental service administration.

Current evolutionary development of the intermediate unit is adapting it even more appropriately to this purpose. As the effectiveness of the county superintendency in its new role became generally recognized, attention began to turn to the fact that county boundaries do not necessarily embrace logical school service areas. Consequently, action to redesign intermediate units, geographically and administratively, to fit them most effectively to their modern role has been taken in some areas and is being considered in others. New York State, for example, since 1948 has developed over 80 Boards of Cooperative Educational Services; Michigan in 1962 established a system of independent intermediate school districts; many states have made or are making studies leading to similar action.

ADVANTAGES OF THE INTERMEDIATE UNIT

While the local school district should carry responsibility for all educational service operations for which P/SU ratios are covered by the district's pupil population, many functions remain that are more appropriately provided on a shared basis. Experience demonstrates that the best vehicle for sustaining shared service programs is the intermediate office or district. Among the several forms of shared service administration that have evolved, this unit comes nearest to meeting the several major problems that impede supplemental service development. Among its chief advantages are the following features.

1. Economy in Use of Funds and Staff. Since properly organized intermediate units usually encompass a large enough pupil population to match or exceed the normal P/SU ratios for the services they administer, they are able to operate with maximum economy and with most efficient use of personnel. Each specialist can be employed for full-time service in the field of his particular training, and job assignments usually can be modified more advantageously as changing circumstances in schools may require.

2. Availability of Personnel. Because intermediate unit programs are more stable, skilled employees are more readily available. Hence, a wider choice of candidates is afforded, and employee tenure is longer. Better choice and development of staff means better quality of service.

3. Scope and Balance of Program. The intermediate unit offers the possibility of a reasonably broad operational program under the authority of a single administration. Hence, it benefits from consistent direction based upon long-range perspective. Through close collaboration with officials of constituent districts, those responsible for intermediate unit programming are able to keep service operations in harmony with the ever-changing needs of the total area.

4. Continuity of Service. Under program administration by a central, permanently established authority, there is maximum assurance that services once established will be available from year to year. Such a program is protected from the uncertainties of circumstance which often disrupt other types of cooperative service arrangement.

5. Flexibility. Cooperative service programs that are jointly administered often are dependent upon the continued affiliation of all associated districts. Since withdrawal of a district could mean termination of a service, such programs lack desirable flexibility. Under intermediate unit administration, with its broader service area and more adaptable use of personnel, individual districts have more freedom in adjusting service programs to meet their varying needs.

6. Encouragement of Good District Organization. In the process of developing better school district organization, the need for large service areas to justify independent operation of services with high P/SU ratios is sometimes emphasized at the expense of opposing considerations such as excessive distance or loss of community identification. Where district capability is an essential element in service development, other important considerations often must be subordinated to the primary goal of providing the services that pupils need. However, a proper division of responsibilities between local district and intermediate unit removes the necessity for this choice. With the intermediate unit providing those supplemental services that would require the district to be of excessive size, the district is free to be constituted in harmony with a more balanced consideration of all related factors.